

Wildlife Category Review: Planning

Introduction

Category and Geographic Reviews

To implement the Council's Fish and Wildlife Program, the Bonneville Power Administration (BPA) and the Northwest Power and Conservation Council (Council) regularly solicit for and review projects to benefit fish and wildlife populations affected by the Federal Columbia River Power System. The Council currently has funding recommendations that apply through FY 2009. Past review processes have taken many forms including program-wide solicitations, rolling provincial reviews, and targeted solicitations. Based on the experience with these past review processes, the Council and BPA, with input from Columbia Basin Fish and Wildlife Authority (CBFWA) and Independent Scientific Review Panel (ISRP) staff, have developed a review structure to most effectively review projects for Program implementation beginning in Fiscal Year 2010 and beyond. This review structure includes a *category* review (i.e., strategy and topic) for existing projects that are similar in nature and intent, followed by a *geographic* review (by subbasin and province), that may result in targeted solicitations.

The category review will consider cross-cutting issues unique to that category as well as project-specific issues. The category review process recognizes differences in project types, specifically those with long-term commitments vs. shorter-term implementation. Category reviews will focus on existing projects that are largely previous commitments. Each category could be set on different, but integrated, funding and review paths. Like the rolling provincial reviews, category reviews are sequenced over time, spanning the next three years. The process is structured to allow the Council to accommodate other regional processes and priorities such as BPA's ESA requirements and relevant agreements (Accords).

Wildlife Category Review

The Council and BPA have agreed to begin this new process with a wildlife category review encompassing a set of 35 wildlife-related projects that are currently receiving or are anticipated to receive – BPA funding (Table 1). These projects currently occur in 10 geographic areas and have an average FY 2007-09 expense budget of about \$10 million per year and an average capital budget of \$22 million per year (Figure 1). The scientific and administrative review for the wildlife category projects should enable the Council and BPA to make long-term funding and review path decisions on many of these projects.

Once the categorical reviews are complete, staff will submit to the Council a package of funding recommendations that includes budget and scope adjustments, project durations, and the results from the science review. The recommendations may include funding options or alternatives based on near-term adjustments and new or different work elements. The recommendations will also include cross-cutting issues for any particular category. Specifically, the Council and Bonneville expect to provide a "commitment to fund" qualifying (appropriate) categorical projects for up to eight years. Periodic budget and performance check-ins would occur during that time span. As cross-cutting issues are resolved over time, those changes may be reflected in a projects' budget or work elements; adjustments would be integrated when and how appropriate over the course of the contract.

Wildlife Projects

There are 36 wildlife projects that fall within this categorical review (Table 1.). Most are existing projects, but there are two new projects; one included within a Columbia Basin Fish Accord (Accord), and the other addresses an initiative dealing with M&E associated with the Albeni Falls Wildlife Mitigation Project. In addition, two projects are complete and will not require review. Generally, projects within the wildlife category can be grouped by project emphasis or subcategory (i.e., O&M, Acquisition and M&E). While all wildlife projects will be reviewed at the same time with the same general criteria, there is more specific information related to each of these subcategories that the sponsor should address in their proposal narrative. For projects with potential regional importance such as the Kootenai Floodplain Operational Loss Assessment, the review information will be linked with other related categorical reviews (e.g. RM&E).

Table 1 shows which projects fall into which subcategories.

- Operation and maintenance (O&M) / enhancement
- Acquisition
- Research, monitoring and evaluation (RM&E) / support (e.g., HEP)

Table 1: Portfolio of Wildlife Projects (by general sub-categories) ¹

Proposal #	Title	Sponsor	Province	Subbasin
Wildlife O&M Projects				
199009200	Wanaket Wildlife Area	CTUIR	Columbia Plateau	Umatilla
199106100	Swanson Lake Wildlife Mitigation Project (Swanson Lakes Wildlife Area)	WDFW	Columbia Plateau	Crab
199107800	John R. Palensky Wildlife Area (formerly Burlington Bottoms)	ODFW	Lower Columbia	Willamette
199204800	Colville Confederated Tribes Wildlife Mitigation Project	Colville Tribes	Intermountain	Columbia Upper
199205900	Amazon Basin/Eugene Wetlands	Nature Conservancy	Lower Columbia	Willamette
199404400	Enhance, protect and maintain shrub-steppe habitat on the Sagebrush Flat Wildlife Area (SFWA)	WDFW	Columbia Cascade	Columbia Upper Middle
199505701	S Idaho Wildlife Mitigation	IDFG	Middle Snake	Boise
199506001	Iskuulpa Watershed Project	CTUIR	Columbia Plateau	Umatilla
199608000	NE Oregon Wildlife Project (NPT) Precious Lands	Nez Perce Tribe	Blue Mountain	Grande Ronde
199609401	Scotch Creek Wildlife Area	WDFW	Columbia Cascade	Okanogan
199800300	Spokane Tribe Wildlife Mitigation Operations & Maintenance	Spokane Tribe	Intermountain	Spokane
199802200	Pine Creek Conservation Area: Wildlife Habitat and Watershed	CTWSRO	Columbia Plateau	John Day

¹ Shading indicates projects in Columbia Basin Fish Accord (CBFA).

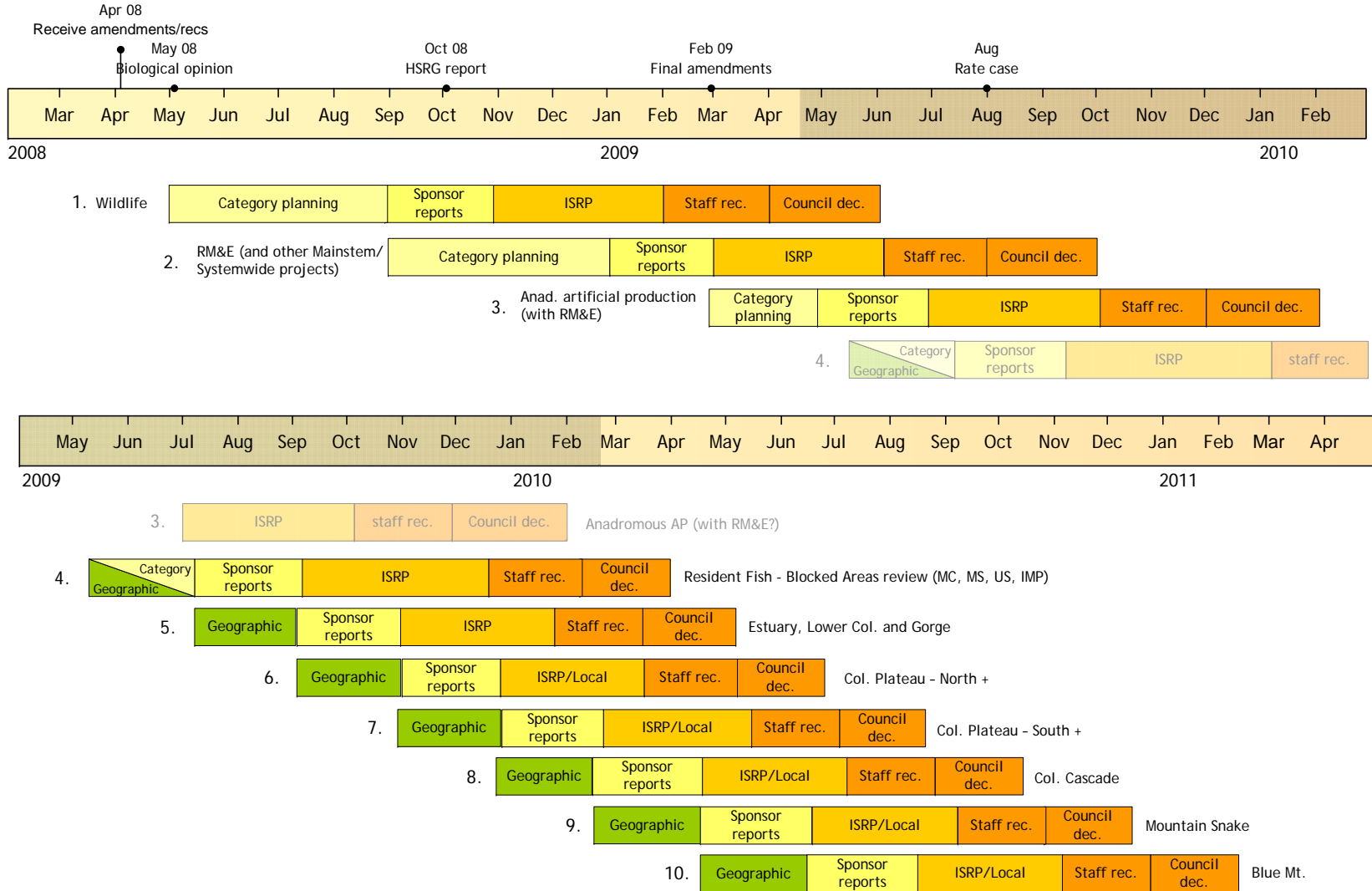
	Management on 33,557-acres to benefit grassland, shrub-steppe, riparian, and aquatic species.			
200000900	Logan Valley Wildlife Mitigation Site	Burns Paiute	Middle Snake	Malheur
200001600	Tualatin River NWR Additions	Tualatin R NWR	Lower Columbia	Willamette
200002100	Securing Wildlife Mitigation Sites - Oregon Ladd Marsh WMA and Grande Ronde Subbasin Wetlands	ODFW	Blue Mountain	Grande Ronde
200002600	Rainwater Wildlife Area Operations and Maintenance	CTUIR	Columbia Plateau	Walla Walla
200002700	Acquisition Of Malheur River Wildlife Mitigation Project	Burns Paiute	Middle Snake	Malheur
200102700	Western Pond Turtle Recovery - Columbia River Gorge - Washington	WDFW	Columbia Gorge	Columbia Gorge
200201400	Sunnyside Wildlife Mitigation	WDFW	Columbia Plateau	Yakima
200301200	Shillapoo Wildlife Area	WDFW	Lower Columbia	Columbia Lower
200600300	Desert Wildlife Area O&M (Wetland Enhancement)	WDFW	Columbia Plateau	Crab
200600400	Wenas Wildlife Area O&M	WDFW	Columbia Plateau	Yakima
200600500	Asotin Creek Wildlife Area O&M (Schlee Acquisitions)	WDFW	Blue Mountain	Asotin
Wildlife Acquisition and related O&M				
199106200	Spokane Tribe Wildlife Mitigation	Spokane Tribe	Intermountain	Spokane
199206100	Albeni Falls Wildlife Mitigation	Albeni Falls Interagency	Intermountain	Pend Oreille
199206800	Willamette Basin Mitigation	ODFW	Lower Columbia	Willamette
199505700	S Idaho Wildlife Mitigation	IDFG	Upper Snake	Snake Upper
199505702	Southern Idaho Wildlife Mitigation	SBT	Upper Snake	Snake Upper
199505703	Southern Idaho Wildlife Mitigation	SPT	Middle Snake	Owyhee
200702700	Colville Confederated Tribes Acquisition Project	Colville Tribes	Intermountain	Columbia Upper
Data, RM&E and support				
200600600	Habitat Evaluation Procedures (HEP)	CBFWA	Multiprovince	Multiprovince
200307200	Habitat and Biodiversity Information System For Columbia River Basin	NHI	Mainstem/ Systemwide	Systemwide
200201100	Kootenai Floodplain Operational Loss Assessment	Kootenai Tribe	Mountain Columbia	Kootenai
200830200	siteability index for wildlife habitat on the reservation	CTWSRO	Columbia Plateau	Lower Deschutes

200800700	UCUT M&E Program	Upper Columbia United Tribes	Multiprovince	Multiprovince
Recently completed projects - not being reviewed				
200726000	Acquisition of a Conservation Easement over 1084 acres of Upland Prairie and Oak Habitat, Willamette Subbasin	Nature Conservancy	Lower Columbia	Willamette
200723200	Okanogan-Similkameen Habitat Protection Project - Fish and wildlife habitat protection through fee simple and conservation easement purchases.	WDFW	Columbia Cascade	Okanogan

Process Steps and Schedule

For each of the reviews (categorical and geographic) there are five review steps that occur prior to final funding decisions. The process includes *planning*, *sponsor reports*, *ISRP review* (and site visits), *staff recommendations*, *Council recommendations*, and finally Bonneville funding decision. Each of the steps is further outlined below. The overall schedule with review steps can be found on Figure 1. The wildlife category review begins first on the schedule.

Figure 1. Schedule and Review Steps



W:\ProjectReview2010-12\Graphics_Timelines\Timeline2008_08 7/31/08

1. CATEGORY PLANNING - Wildlife

- **Who:** Council staff and Bonneville, with support from ISRP and others as appropriate (the group will need to bring in key people at strategic points during the planning phase including F&W managers, subbasin/recovery planners)
- **Activities:** During the planning phase, staff will identify, establish and compile:
 - a list of projects to be reviewed in that category and subcategory
 - a review framework and objectives (processes, timelines, sideboards)
 - expectations regarding likely outcomes (e.g. project durations, relationship to geographic reviews)
 - cross-cutting issues from past reports
 - evaluation questions and criteria
 - additional information needs and questions for sponsors and other F&W managers
- **Outputs:**
 - Identify and locate information on projects' past accomplishments, historic spending, past ISRP/AB reviews, project locations, relevant plans, related external projects (not funded by BPA), and performance metrics (Appendix 1)
 - Complete the web template / interface for project-specific information
 - Finalize web page with all the necessary guidance and resource material to be used for the review, including easy up-loads of existing project information for sponsors to use to update projects for this review
 - Send email to sponsors listing the materials and information that we will use for the review in the form of a checklist and links to the websites locations of project and review information. Plan meeting with wildlife COTRs to discuss the process and how they can help in the review.
 - Possible completion of a common format for management plans with assistance from the wildlife project managers.

2. SPONSOR REPORTS

The focus of the sponsor reports will be to update and supplement existing science and administrative project information as necessary for the review. Project sponsors will need to complete a project form similar to that used as part of the Fiscal Year 2007 -2009 solicitation. Additional categorical project-specific information will be sought. The Council will provide a check list of information and attachments that need to be included. Also, Council will provide the list of documents that we will provide to the ISRP to assist in the review (e.g. past project reviews).

3. ISRP REVIEW AND SITE VISITS

In the review planning phase, the ISRP will:

- develop a set of key programmatic scientific questions pertaining to the wildlife program for consideration by the broader planning group
- discuss and potentially develop specific criteria for different types of wildlife projects -- acquisition, O&M, RM&E
- propose revisions to the proposal form, particularly the narrative form, to reflect more specific criteria
- create background documents on each project to help determine whether the review can be tailored for individual projects or sets of projects

- Recommend potential projects for site visits (to be determined after looking at the project portfolio and background documents).

The ISRP review process will include the following steps:

1. evaluation of proposals and supporting documents such as management plans, past reports, and monitoring and evaluation data;
2. a tour of a subset of past and proposed project sites;
3. project presentations (preceding or following the site visit depending on logistics) with an opportunity for questions from the ISRP;
4. a preliminary ISRP review with a response loop and public comment period to provide an opportunity for project sponsors and the public to address ISRP concerns and/or incorporate ISRP suggestions;
5. a final ISRP report with recommendations on each project and programmatic comments on scientific issues that apply across the wildlife category
6. an ISRP presentation to the Council summarizing the ISRP's findings.

The ISRP will evaluate the projects using criteria based on the 1996 Amendment to the Northwest Power Act. The amendment states that the ISRP's project recommendations be based on a determination that projects:

1. are based on sound science principles;
2. benefit fish and wildlife;
3. have clearly defined objectives and outcomes;
4. have provisions for monitoring and evaluation of results; and
5. are consistent with the Fish and Wildlife Program.

These statutorily derived criteria may be combined with potential wildlife category specific criteria identified during the category planning phase. Any combined criteria will be explicitly defined, linked to the proposal form, and provided to project sponsors to assist them in developing their proposals and supporting documents (see Attachment 2 – ISRP Review Criteria).

4. STAFF RECOMMENDATION

After each categorical review and during the staff recommendation phase, the staff will prepare a recommendation package for the Council. The recommendation package will include the results of the science review and recommended planning budgets with any adjustments for each project. Any adjustments to planning budgets will identify necessary changes in scope and work elements to project. New or expanded work elements that represent major scope changes (and that carries a long-term O&M) will be presented to the Council as potential future work for funding consideration.

Ultimately, Council and BPA staffs will develop a document that informs both Council and BPA management in decision-making. During the planning phase, staff should work together to outline a joint staff product that will support their respective decision-makers. Some requirements, as they understand them, are outlined below.

- I. Scoping O&M: Identify the base work needed to manage the property to maintain protected and enhanced habitat.

- II. Proposed Future Work: Identify the additional work opportunities proposed by sponsors in the review. Include the slate of new work with the staff recommendation but separate from base work for potential future decision (i.e. new acquisitions).
- III. Project Duration: Identify the date / year in which work for any one parcel / project is expected to be complete.
- IV. Identification of MOA projects – The review will include seven projects included in MOAs between BPA and the managing entities. These projects will be tracked throughout the review such that any staff recommendations for scope or budget changes can be flagged for BPA. If BPA agrees that such a change is justified, BPA Management will pursue changes with the tribe consistent with their MOA. Specifically, the MOA signatories would need to agree on the specific budget change and on the use of the unallocated funds.

Attachment 1. Wildlife Evaluation Information

A. What the ISRP will use for the review:

1. Updated proposal form for anticipated work during 2010-2018.
2. Narrative - Section 10 of the proposal form
3. Past IRSP review for wildlife projects
4. Programmatic comments (from past reviews)
For many of the non-administrative questions regarding objectives, focal species, management plans, subbasin context, and such, the ISRP has provided many key considerations in its past reports. The draft document "ISRP Programmatic Wildlife Issues" should aid in developing responses to evaluation questions and approaches for the wildlife category review).
5. Management Plans (provided by BPA and/or sponsor)
6. Project settlement agreements and project MOA's
7. Other support material submitted by sponsor as part of the proposal package to section 10 including wildlife projects *master (umbrella) plan*; state action plans, etc.

B. Check list of information needed for the review (to be provided by the Sponsor):

Sponsors will be provided with an editable version of the existing proposal form to update and revise as necessary. In addition, wildlife category questions provided below are to be provided and included in the narrative section of the on-line proposal form.

- o Completed proposal form (Sections 1-9)
- o Narrative (Section 10) of the proposal form (uploaded WORD document)
- o Project objectives including:
 - a. Target and/or focal species and habitat type to manage and protect
 - b. Geographic description of the project including: habitat types and land use types; proximity to, or shared boundaries with protected lands; and size and shape of parcel (using specifications from BPA's Survey and Mapping Group, request a polygon from the sponsor as part of the proposal.)
- o Description of any project effectiveness monitoring and evaluation (based on project objectives) that occurs either as a stand alone process, or is part of a larger monitoring plan
- o Description of how project focuses on landscape structure and ecosystem dynamics needed to address the ecosystem and biodiversity-based Program goals (ISRP 2005-14)
- o Provide location within the adopted subbasin plan where the actions/objectives of this project are found. Include other relevant planning documents. Provide this through a summary paragraph explaining the tie between the project and the plan. Include the location, page number or citation of the plan.
- o Description of income-generating activities on the land (e.g. farming, grazing); how that income is used and/or incorporated into your project budget; and what the impacts are to habitat potential from the activities.
- o Management Plans (provided by BPA and/or sponsor)

- Other support material submitted *from sponsor* as part of the proposal package to section 10 including wildlife projects *master* (umbrella) plan; state action plans, etc.

For O&M projects (See Table 1)

- Schedule for completion of management plan(s) if they do not exist for the project
- Schedule for updating management plans if they are outdated
- Describe work plan for 10 years out with specific actions with high certainty to occur within first 4 years
- Describe plan to *enhance and/or maintain* HU's in terms of:
 - Activity
 - Purpose / Benefits of activity
 - Including likely HU benefits
 - Estimated activity duration
 - Summary of personnel required to conduct activity (FTE & job description)
 - Cost of activity per year
 - Describe any factors that should influence the timing of this activity (e.g., before or after other activities, non-inflationary cost considerations, special circumstances such as good water year or post wildfire, etc.)
 - List/describe additional long-term activities that would be required to maintain the benefits of this work and cost estimates.
- Describe how your long term strategy may lead to the need for fewer/more inputs over time as ecological function is restored and the system becomes more/less self regulating. (ISRP 2008-4).
- Summarize any HEP analyses for the project. How does your initial HEP report compare to the most recent HEP report?

C. Acquisition Projects (see Table 1)

- Describe short-term (3-5 year) priorities?
- Describe your overall strategy for parcel selection:
 - how parcels will be selected/prioritized for future acquisitions (criteria used);
 - rank the relative importance of a parcel to a particular population of focal species;
 - describe integration of factors like relative scarcity of particular habitats, contiguity to other protected habitat;
 - role of the parcel in the lifecycle of a species and degree of restoration (if any) needed to compare acquisition opportunities, or even to predetermine an acquisition strategy.

D. Wildlife Crediting and Monitoring and Evaluation (See Table 1)

- Describe how Habitat Evaluation Procedure (HEP) was used as an initial scoring system for the mitigation agreements (ISRP 2006-4a and 2007-1). What other tools were used to determine habitat values and when?
- Describe any monitoring and evaluation component in HEP-based management projects or programs that routinely assesses the expected versus actual responses of both target and non-target wildlife species (ISRP 2005-14).

Attachment 2. Independent Scientific Review Panel proposal review criteria

The 1996 Amendment to the Northwest Power Act provides criteria that form the basis of the ISRP review criteria. The amendment states that the ISRP's project recommendations be based on a determination that projects:

1. are based on sound science principles;
2. benefit fish and wildlife;
3. have clearly defined objectives and outcomes;
4. have provisions for monitoring and evaluation of results
5. are consistent with the Fish and Wildlife Program

The ISRP's review criteria shown below further define and link these amendment criteria to the proposal form. This linkage allows the reviewers to read the proposal and determine to what extent the criteria are met in each section. **Project sponsors should use the ISRP criteria as a checklist to ensure that their proposal addresses all the criteria and, if not, to describe why a particular criterion does not apply.**

The ISRP criteria apply to all kinds of projects from operation and maintenance of a hatchery to habitat acquisition to gamete preservation research. Some individual projects include several unique strategies.

The ISRP's preliminary and final reports will provide written recommendations and comments reflecting the consensus of the ISRP on each proposal that is amenable to scientific review. The ISRP will not make publicly available individual reviewer comments or scores based on the ISRP criteria. These scores are used solely for internal ISRP deliberations.

1. Technical and Scientific Background

Is there an identified problem related to fish and wildlife in the Basin? Does the proposal adequately explain (with references) the technical background and logical need to address the problem to benefit fish or wildlife? (0=no explanation; 1=poorly defined problem; 5= adequately defined problem; 10=highly persuasive, clearly defined problem)

2. Rationale and Significance to Subbasin Plans and Regional Programs

Does the proposal demonstrate a clear relationship to specific objectives of the subbasin plan and specific parts of the Fish and Wildlife Program, and as relevant, NMFS or USFWS Biological Opinions or other plans? (0=no explanation; 1=poorly defined problem, not associated with Programs, 5= some demonstrated significance to subbasin and regional plan; 10=well associated with a high priority in a subbasin and regional plan.)

3. Relationships to Other Projects

Does the proposal put the work into the context of other work funded in the FWP and described in the subbasin plan inventory section? Does this proposal include collaborative efforts with similar projects, even if not part of an overall joint plan? If this proposal is intended as an integrated component of a set of studies, is the rationale for that set and any time sequencing explained and documented? (0=no effort to document or collaborate, 5=minimal linkage or rationale, 10=strong collaborative effort with logical allocation of effort and linkages described, or full rationale why linkages are not appropriate).

4. Project History (for ongoing projects)

Is the history of the project adequately described, including the original need for the project? Does the proposal demonstrate that past actions have resulted in achieving project objectives? Has there been adequate monitoring of project effectiveness? Are these results described in biologically measurable terms and if not does the proposal describe why not and provide other results (e.g. peer reviewed articles)? Does the project describe the adaptive management implications from past results whether successes or failures? Is the continued need for the work justified? Are methods and procedures for collection of past monitoring data (i.e., meta-data) adequately described? Are past results (data, analysis, etc.) adequately communicated or distributed for benefit of the region? (0=no effort to document results; 1=minimal effort to document what appear to be poor results with no description of management implications; 5=some effort to document results, management implications, and some potential for benefits; 10=strong reporting and evaluation of results which have guided project direction with demonstrated or a strong potential for benefits to fish and wildlife; NA=new project)

5. Proposal Objectives, Tasks, and Methods

A. Objectives

Does the proposal have clearly defined and measurable objectives (whenever possible in terms of measurable benefits to fish and wildlife) with specific timelines? Are the objectives tied to those in the subbasin plans and FWP? (0=no explanation; 1=poorly explained with poor match to subbasin objectives, explained as tasks where could be in biologically measurable terms; 5=adequately explained in terms of measurable benefits to fish and wildlife with match to subbasin objectives and with timelines; 10=clearly explained with close match to subbasin objectives and when possible stated in biologically measurable terms with specific timelines.)

B. Methods (Work Elements)

Are the methods adequately described and appropriate, i.e., based on sound scientific principles? Does the project employ the best available scientific information and techniques? Is the project or experimental design reasonable and defensible in techniques and resources? (0=no explanation or scientifically unsound; 1=poorly explained or poor techniques; 5=adequately explained, sound techniques; 10=clearly explained with best available, or even innovative, scientific information and techniques)

C. Monitoring and Evaluation

Does the proposal include provisions for monitoring and evaluation of results (in the context of the objectives) that apply at the project level (whether the M&E is provided in this proposal or a directly related project)? (0=no explanation; 1=poorly explained, will not allow for determination if the project met its objectives; 5=adequately explained and will allow for determination if project met its objectives; 10=clearly explained, will allow for determination of success or failure of the project, inform adaptive management decisions, and be applicable to other efforts).

6. Facilities, Equipment, and Personnel

Are the facilities and personnel appropriate to achieve the objectives and timeframe milestones? (0=no explanation; 1=poorly described or inadequate; 3=reasonable; 5=exceptionally unique personnel and facilities for the work).

Information Transfer

Does the proposal include explicit plans for how the information, technology, etc. from this project will be disseminated and used? Are methods and procedures for collection of monitoring data (i.e., meta-data) adequately described? Are plans for release and long-term storage of data and meta-data adequate? (0=no explanation; 1=poorly explained and inadequate dissemination given the importance

of the information generated; 3=adequate plan for the information generated; 5=excellent plan for the information generated, e.g. included in usable format on regional website, peer review journal)

Benefit to Fish and Wildlife (Proposal as a whole)

Will the proposed project benefit focal species/indicator populations, as an individual project or as a critical link in a set of projects? Will the benefits persist over the long-term and not be compromised by other activities in the basin? (0=no benefit; 5=likely benefits but short-term; 10=some benefits that will persist; 15=demonstrated significant benefits that will persist over the long-term)

Will the project affect other non-focal species? Does the project demonstrate that all "reasonable" precautions have been taken, based on the best available science, to not adversely affect habitat/populations of native biota? (-10=adverse effect and precautions not taken; 0= no adverse effect; or potential adverse effects and adequate precautions proposed; 5=demonstrated benefits to non-focal species, habitat, populations.)

TOTAL SCORE: Existing Project _____ of 100 New Project _____ of 90

Consistency with Power Act Amendment Criteria:

1. Sound science principles (all proposal) (YES/NO) _____
2. Consistent with Program (criterion 2) (YES/NO) _____
3. Benefit to fish and wildlife (all proposal) (YES/NO) _____
4. Clearly defined objectives and outcome (criterion 5a) (YES/NO) _____

Provision for M&E of results (criterion 5c) (YES/NO) _____

w:\project review 2010-12\wildlife category\052808 wildlifeplanning.doc